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Policy options and actions for expediting progress in implementation: a 10-year framework of programmes on sustainable consumption and production patterns

Report of the Secretary-General

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I. Introduction

1. The objective of the present report is to clarify the issues involved in assessing the various options for a 10-year framework of programmes on sustainable consumption and production. The report has benefited from the contributions of the United Nations Environment Programme (UNEP) as well as inputs from other United Nations agencies.

A. Mandate

2. Sustainable consumption and production is a key instrument for the achievement of progress towards sustainable development. The Plan of Implementation of the World Summit on Sustainable Development (Johannesburg Plan of Implementation) describes sustainable consumption and production as one of the three overarching objectives and essential requirements for sustainable development, together with poverty eradication and the protection and management of the natural resource base. Sustainable consumption and production denotes a range of actions that enable countries, households and enterprises to "do more and better with less", including actions of a win-win nature or those that could become win-win in nature through the application of targeted policy interventions, infrastructure investments or awareness creation.

3. Chapter III of the Johannesburg Plan of Implementation calls for actions to "encourage and promote the development of a 10-year framework of programmes in support of regional and national initiatives to accelerate the shift towards sustainable consumption and production to promote social and economic development within the carrying capacity of ecosystems by addressing and, where appropriate, delinking economic growth and environmental degradation through improving efficiency and sustainability in the use of resources and production processes and reducing resource degradation, pollution and waste". Recognizing the Rio Principles, it calls on all countries to take action, with developed countries taking the lead and taking into account the development needs and capabilities of developing countries.

4. At the eleventh session of the Commission on Sustainable Development, sustainable consumption and production was designated as one of the cross-cutting issues to be addressed in every implementation cycle of the Commission, and the 10-year framework of programmes as one of the thematic issues to be taken up in the fourth implementation cycle, in 2010-2011.

5. Following the decision at the eleventh session, several countries cooperated to establish the Marrakech process, an informal global multi-stakeholder process to support the implementation of sustainable consumption and production through the wider dissemination of relevant knowledge and best practices. Under the Marrakech process, thematic task forces, round tables, expert meetings and regional consultations were organized and the promotion of collaboration and partnerships encouraged.

6. At the eighteenth session of the Commission on Sustainable Development, an in-depth review of the activities of Member States and major groups in the area of sustainable consumption and production, including activities under the aegis of the Marrakech process, was undertaken. Five broad lessons can be drawn from this

review. First, a large number of sustainable consumption and production initiatives are already in place at the national and regional levels, albeit often under other names. Second, notwithstanding differences in nomenclature or thematic focus, all initiatives share some common features, most notably that they are aimed at the removal of barriers to the realization of unexploited win-win opportunities. Third, the most successful initiatives are those that involve mutually supportive partnerships among Governments, the international community, civil society, private enterprises and other major groups. Fourth, notwithstanding some successes, there continue to be significant economic, informational, institutional, capacity-related and policy-induced barriers to the wider diffusion and adoption of measures and achievements related to sustainable consumption and production. Finally, existing sustainable consumption and production initiatives are fragmented along sectoral, national, ministerial and industrial lines.

7. Two policy implications derive directly from the above lessons: first, that active public policy intervention will continue to be needed in order to overcome barriers to progress; and second, that policy coordination and coherence are needed in order to overcome fragmentation, duplication and dissonance among various initiatives and instruments, as well as between these initiatives and mainstream policy measures. Simply stated, the two policy lessons are that what is needed are, on the one hand, more programmes and initiatives and, on the other hand, a unifying framework of programmes that can reduce fragmentation and dissonance.

8. Taking into account these policy implications, as well as the history of previous intergovernmental decisions, in particular the previous outcomes of sessions of the Commission on Sustainable Development, the present report analyses whether and how the 10-year framework of programmes could add value to existing or future national and regional initiatives and, consequently, what the optimal scope and institutional structure of the 10-year framework of programmes could be; how best it could support, mobilize and synergize the energies of the entire United Nations system and those of civil society, the business sector and other major groups; how best it could promote coherence and partnerships; and which concrete programmes could be identified as its initial elements or building blocks.

B. Value added of a 10-year framework of programmes on sustainable consumption and production

9. Several sustainable consumption and production initiatives are in place already. The value added of a 10-year framework of programmes must be judged, therefore, on five criteria: its ability to support, accelerate, synergize, mobilize and legitimize. In the first instance, a well-crafted and coherent 10-year framework would be able to support ongoing initiatives and others that may be in the pipeline. In the second instance, such a framework must be able to accelerate the diffusion and replication of such programmes by promoting the sharing of knowledge and experience and removing barriers to adoption. Third, it must promote and enhance synergies among existing programmes and between these programmes and other mainstream policy measures. Fourth, it must be able to mobilize all United Nations system entities, as well as governmental ministries and agencies, the private sector, civil society and other major groups. Finally, a 10-year framework can provide legitimacy and predictability to the voluntary efforts currently under way.

10. Several points need to be made at the outset. First, the Commission on Sustainable Development is the only intergovernmental forum which regularly offers Member States a chance to share experiences, assess risks and challenges and make informed decisions based on an integrated perspective on economic, social and environmental objectives. Such a forum is important to address remaining uncertainties about how best to foster programmes related to sustainable consumption and production that enhance environmental performance without jeopardizing the developmental aspirations of developing countries and countries with economies in transition.

11. Second, existing programmes related to sustainable consumption and production have a number of achievements to their credit, but they face significant obstacles to replication and universalization. For example, the Marrakech process has been effective as an interim means of bringing together communities of interest and sharing knowledge and information among countries and regions, yet its credibility and legitimacy, and consequently its sustainability, are weakened by the fact that it is a voluntary initiative, without a formal mechanism or intergovernmental endorsement. Many other mechanisms, including those that are not necessarily labelled as pertaining to sustainable consumption and production, e.g., national cleaner production centres, networks of local authorities and networks of researchers, have produced results and developed relevant knowledge on sustainable consumption and production, but face challenges because of the fact that they are often not, or are only weakly, connected to one another. The 10-year framework of programmes could support the implementation of sustainable consumption and production initiatives by providing coherence and consistency in goals and implementation, and facilitating the cross-fertilization of ideas and the sharing of good practices which can be adapted to different national and regional needs and circumstances. The 10-year framework of programmes could help to identify and exploit synergies among programmes and initiatives and help countries to monitor progress towards their own goals and objectives.

12. Third, as was highlighted at the eighteenth session of the Commission on Sustainable Development, there is often a lack of coherence in policy instruments targeting the same sectors and areas. A framework of programmes could enable countries to address such inconsistencies by adopting integrated policies and measures. This may be the result of a lack of knowledge about good cost-effective policies or a lack of political will to undertake stronger measures instead of relying exclusively on voluntary action. Finally, Governments have an express need to ensure that sustainable consumption and production initiatives can be adopted without weakening or reversing measures undertaken to alleviate poverty, e.g., subsidized energy, water or other natural resources. A 10-year framework of programmes could help remove this dichotomy between resource-use incentives and pro-poor policies.

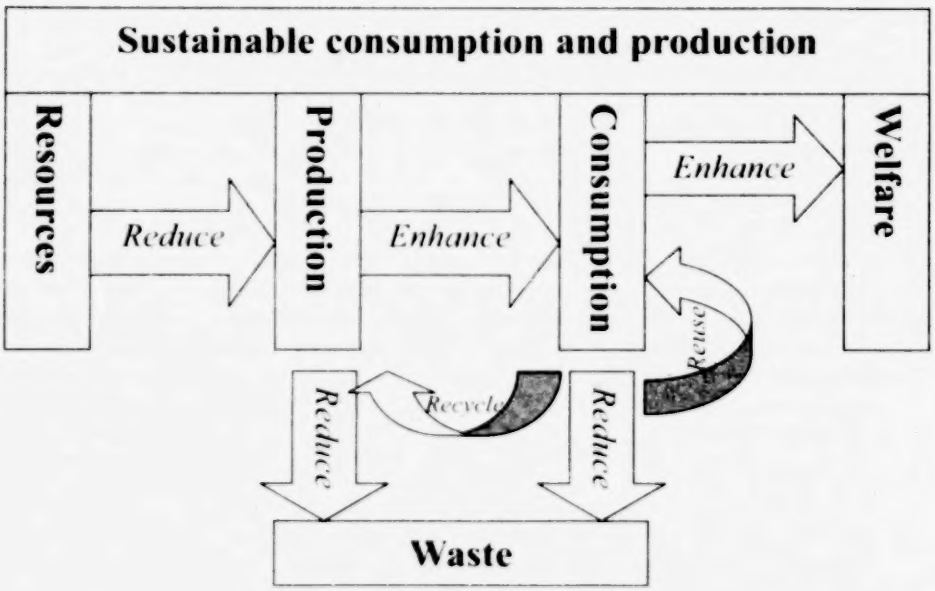
13. Fourth, significant impacts arise along supply chains through globalized production systems; national actions need to be supplemented by global solutions. Nevertheless, initiatives at the local, national and regional levels must reflect the different sets of priorities that are in part a function of the different levels of social and economic development of countries. A flexible 10-year framework of programmes would provide a foundation for devising such global solutions while recognizing national sovereignty, priorities and specificities.

14. Finally, sustainable consumption and production is a cross-cutting issue that requires cooperation and coordination among national ministries, including ministries of industry, economics, finance, natural resources, environment, education and social affairs, as well as international entities, including United Nations departments, agencies, funds, programmes and regional commissions, and international financial institutions. Without a framework endorsed at the highest level, activities related to sustainable consumption and production are likely to remain confined mostly to single ministries or agencies, without the benefit of knowledge-sharing, replication and the scaling up of successful experiences.

C. Defining the scope of the 10-year framework of programmes

15. The main elements of sustainable consumption and production are fairly straightforward. As shown in the figure below, natural resources are used for the production of goods and services, which are consumed to provide human welfare. The production and consumption processes also produce waste materials, which get deposited in sinks. Some measures related to sustainable consumption and production are aimed at reducing the volume of natural resources needed to produce a given amount of goods and services. Others are designed to enhance the efficiency of production and consumption activities through better organization, information and planning. A third set of measures is aimed at enhancing the welfare obtained by a given level of consumption. Finally, some measures seek to reduce waste by reusing and recycling waste materials.

Life-cycle, or systems, perspective on sustainable consumption and production



16. From the various initiatives on sustainable consumption and production elaborated by Member States, major groups and other actors over the past decade, a

few activities have emerged as good practices. Resource, material, water and energy efficiency comprise a central dimension of sustainable consumption and production, as they enable more goods and services to be produced with fewer resources. Similarly, sustainable agriculture practices aim at increasing agricultural production while reducing the use of water, energy and other primary materials. Appropriately designed measures for sustainable consumption and production can be complementary to initiatives aimed at poverty alleviation and the more rational use of natural resources, since they can make natural resources more readily available and affordable for meeting the basic needs of the poor or broader sustainable development objectives.

17. Another set of measures is aimed at enhancing the quality of consumption or level of human welfare corresponding to particular amounts of goods and services. These include measures concerning sound building codes (which enable greater comfort with lower energy consumption), urban planning and transport (to enhance the quality of life and welfare with the same level of transport services).

18. A final group of measures is aimed at reducing waste volume. These include cleaner production work, sustainable procurement policies and waste-minimization initiatives such as the "3Rs" (reduce, reuse and recycle).

19. An overarching objective for sustainable consumption and production is the promotion of education, awareness and information in order to enable optimal changes in consumer behaviour and lifestyles and the promotion of decent and green jobs.

20. Specific measures to promote sustainable consumption and production include market-based incentives such as eco-taxes, deposit-refund schemes and financial incentives for cleaner production; regulatory instruments, such as efficiency standards for energy-using products; targets for the use of materials, carbon and energy (e.g., sustainable public procurement policies, information disclosure policies), including eco-labelling; investments in clean technology and relevant research, including in green infrastructure and buildings; the promotion of corporate social and environmental responsibility; leadership awards; technical assistance; collaborative problem-solving; and new curricula and educational guidelines and toolkits for formal, non-formal and informal education.

21. Some opportunities with regard to sustainable consumption and production are of an immediate, win-win nature and can be captured through the better sharing of information and technology, as in the work of the national cleaner production centres. Other opportunities have a longer-term timescale and may require an initial period of investment before gains are realized. Finally, there is a third stage, in which the underlying values and technologies adapt to resource constraints.

22. Referring back to the figure above, a life-cycle, or systems, perspective has been the basis of much of the work in the eight years since the World Summit on Sustainable Development. The life-cycle perspective was the basis of the Marrakech process mapping tool to examine and help collect a range of programmes that could be included in the 10-year framework of programmes. In that mapping tool, three cross-cutting programme types (policies conducive to sustainable consumption and production, education and planning, and infrastructure to support programmes related to sustainable consumption and production) were applied to all stages of the life cycle of products and services, from raw materials to end use and disposal. At the eighteenth session of the Commission on Sustainable Development, the European

Union suggested five types of instruments that are useful in advancing sustainable consumption and production: administrative instruments, laws and regulations; fiscal and economic instruments; information and analytical tools; voluntary tools and approaches; and mixes of instruments (e.g., sustainable procurement) that could be applied at four stages of the life cycle of products and services.[1] Building on these two proposed structures, the table in section IV below presents a logical framework for classifying potential programmes to be included in the 10-year framework of programmes that has six life-cycle stages (shown as rows) and six instrument types to promote sustainable consumption and production (shown as columns).

II. Outline of a 10-year framework

23. The value added and potential scope of the 10-year framework of programmes having been defined, the present section lays out the guiding principles of and the functions to be performed by a 10-year framework of programmes if it is to support and add value to existing national and regional initiatives related to sustainable consumption and production, scaling up and sharing what works and creating knowledge where it is missing.

A. Guiding principles

24. While the 10-year framework of programmes needs to be informed and supported by all the Rio Principles, some of those principles merit mention for their specific relevance:

(a) Principle 8 directly calls for a shift to sustainable consumption and production patterns as a condition for achieving a higher quality of life for all people;

(b) The common but differentiated responsibilities among States established in principle 7 recognize the varying levels of industrialization, income, consumption and production that have an impact on environmental resources to varying degrees. The principle also acknowledges differentiated capabilities, which condition the scope for national action and international support;

(c) The polluter-pays principle (principle 16) emphasizes the responsibilities of those causing damage to the environment and human health, while the precautionary principle (principle 15) stresses the importance of avoiding grave and irreversible damage, whether directly to human life or to the Earth's life-support systems;

(d) These two principles are further supported by principle 10, which addresses the rights of all citizens to have appropriate access to information concerning the environment and environmental risks, including information on hazardous materials and activities in their communities, and the opportunity to participate in decision-making processes.

[1] The structures proposed by the European Union substitute the five types of instruments for the cross-cutting programmes proposed in the Marrakech process mapping tool. The European Union also proposed reducing the number of life-cycle stages to four by integrating distribution and marketing in the "better product" stage. The structures also integrate the waste-management stage into a broader category of strategies related to sustainable consumption and production that cover all stages of the life-cycle approach.

B. Functions

25. The core functions of the 10-year framework of programmes derive directly from its potential contribution, namely to support, accelerate, synergize, mobilize and legitimize. These overlap significantly with the aims of the Marrakech process, namely catalysing the commitment to ambitious but realistic goals related to sustainable consumption and production; supporting knowledge-sharing, networking and collaboration; enabling strategic planning and investment in institutions and infrastructure to support sustainable consumption and production; leveraging resources in support of sustainable consumption and production, including from the private sector by, for instance, mainstreaming corporate social and environmental responsibility; providing access to technical assistance; and raising awareness through education and the mobilization of civil society.

26. **Setting shared goals**. Strong political commitment and endorsement, supported by a shared vision, has proved to be key in other intergovernmental processes, such as the Millennium Development Goals, the Global Alliance for Vaccine and Immunization and the Strategic Approach to International Chemicals Management. The agreement on a 10-year framework of programmes could provide a global focus on common goals that reflect national and regional differences in priorities and circumstances.

27. **Knowledge-sharing**. Any successful global framework will naturally function to support knowledge-sharing, networking and collaboration to strengthen and extend communities of practitioners in the area of sustainable consumption and production, providing a central means of linking such communities across countries, regions and institutions. The 10-year framework of programmes should serve to build stronger bridges among communities of policymakers and policy researchers, national Governments, businesses, non-governmental organizations, local authorities and other stakeholders. In this regard, the 10-year framework of programmes should be designed to provide a knowledge bank for anyone seeking policy guidance, incorporating networks of experts offering policy advice, policy tools that have proven useful and advice on practical solutions related to sustainable consumption and production in different sectors or areas of endeavour. A dynamic feedback process whereby sets of policies and tools grow as more experience is accumulated and knowledge is shared on which policies, or sets of policies, work best for which types of problems related to sustainable consumption and production, would also be useful.

28. **Strengthening collaboration**. Continued collaboration is required to foster effective partnerships and advance various aspects of sustainable consumption and production initiatives, particularly at the regional and global levels. Within the community of those engaged in policy and practice related to sustainable consumption and production, there are specialized subcommunities, e.g., procurement policymakers and practitioners, managers of and major groups involved in global supply chains, architects committed to sustainable building design and urban planners that focus on sustainability issues. The most intensive communication is likely to happen among such specialized practitioners, and will occur even without a 10-year framework of programmes, but such a framework could support efforts to make such communities more inclusive, with particular outreach to developing countries and major groups, and should also aim to facilitate knowledge-sharing and cross-fertilization among communities of practice.

29. The Strategic Approach to International Chemicals Management and the Marrakech process offer examples of such networking at the global, regional and national levels. In the Strategic Approach, the regional networks are formally established and feed into its governing body, the International Conference on Chemicals Management. The Quick Start Programme of the Strategic Approach encourages multi-stakeholder approaches by providing limited funding for initial enabling activity in five pre-agreed priority areas. In the Marrakech process, networking occurs through coalitions of interested parties, notably in the task forces but also through regional round tables and at the international expert meetings.

30. In terms of inclusiveness and the accommodation of knowledge contributions from civil society, business and higher education, the Strategic Approach and the Global Alliance for Vaccine and Immunization models are good examples. UN-Water, UN-Energy and UN-Oceans also have had success in fostering greater coherence among multiple initiatives and programmes with overlapping objectives within the United Nations system. A similar model could be followed to foster greater collaboration within the United Nations system, including with the international financing institutions, on implementing the sustainable consumption and production agenda. The challenge will be for the United Nations to reach out, engage and interest other partners in collaboration.

31. **Strengthened partnerships**. As partnerships should and will have a role to play in implementing a 10-year framework of programmes, more consideration needs to be given to effective partnership models. If a greater consistency in approach is required, there will be a need for a common vision and established procedures for the development and operation of the partnerships. That in turn requires an overall mechanism for the oversight of initiatives within the 10-year framework to ensure that such initiatives are consistent with each other and to avoid unnecessary overlaps or duplication, while supporting national and regional needs and priorities. The 10-year framework could serve this function by facilitating the creation of new partnerships in areas of need, providing incentives for existing partnerships to become more active and effective, and providing a platform for the sharing of experiences and resources among partnerships, as well as support for new innovations among and across sectors, including innovative tools and channels (e.g., using new information technologies) for the engagement of civil society actors in the implementation of actions related to sustainable consumption and production across countries and regions. Several evaluations of existing partnerships offer potential ways to strengthen and increase the effectiveness of partnerships.

32. Lessons learned on partnership include the need for the following:

(a) Clear goals and time frames for achieving such goals, with open reporting of decisions, actions and results;

(b) Sufficient funding for the implementation of the project and to assure the effective participation of all partners, particularly smaller non-governmental organizations, local businesses and local authorities;

(c) Periodic proper evaluation.[7]

[7] See www.earthsummit2002.org/es/index.htm, www.earthsummit2002.org/es/preparations/global_partnerships.pdf and www.stakeholderforum.org/CSD/CSDWorkshop/Papers_II.pdf.

Enabling frameworks. Strategic planning and investment are inseparable and necessary to empower national Governments and other relevant actors in creating policy, institutional conditions and infrastructure that support a shift towards sustainable consumption and production patterns. A 10-year framework of programmes could foster global and regional networks of practice among decision makers that influence consumption and production patterns. The Strategic Approach to International Chemicals Management, the Global Alliance for Vaccine and Immunization and the Consultative Group on International Agricultural Research demonstrate how much can be achieved with stable and predictable funding to underpin initiatives. The practice of the Global Alliance of rewarding Governments that exceed their immunization targets is notable, as it enabled Governments to invest in improvements elsewhere in their health systems. The Consultative Group also offers a good example of national support to strengthen national agricultural research systems. The Marrakech process structure involving task forces and regular forums for the exchange of information and experience among practitioners could also be effective, but it lacks a stable and predictable funding base.

Technical assistance. The 10-year framework of programmes must offer a convenient means of accessing technical assistance for those working on sustainable consumption and production at the community, national and regional levels. To do this, the framework could establish links and encourage cooperation and coordination among various existing technical centres (e.g., cleaner production centres, round tables on sustainable consumption and production and centres of excellence on waste management and chemical management) and technical assistance programmes with overlapping areas of expertise, as has been done successfully through the Consultative Group on International Agricultural Research for decades. Capacitated regional centres can then address sustainable consumption and production issues in their respective regions, and adapt or develop tools and other approaches to assist Governments and support the various ministries working on sustainable consumption and production. Incorporated into consortia, these centres could serve as catalysts for cooperation and collaboration among actors in the region and assist in reducing duplication and identifying gaps. The private sector is also increasingly collaborating to develop sectoral technical assistance, as illustrated by the Cement Sustainability Initiative, a global effort by 23 major cement producers accounting for over 40 per cent of the world's cement production that, with the World Business Council for Sustainable Development, is tackling the industry's carbon footprint. The 10-year framework of programmes should be flexible enough to support and build on such initiatives,[3] as well as those of communities and local authorities. The Consultative Group also offers a good model for funding research and implementation, receiving contributions from the World Bank, development banks and development agencies. The Strategic Approach to International Chemicals Management supports enabling activities through the Quick Start Programme, and the interlinkages between the regional and global networking structures provide a sound framework for supporting Governments and accessing knowledge and expertise across sectors.

Awareness-raising, education and mobilization of civil society. A final and critical function that an effective 10-year framework of programmes would perform

[3] See http://dev.wbcsdcement.imsplc.com/index.php?option=com_content&task=view&id=99&Itemid=116.

is awareness-raising, education and mobilization of civil society. Ideally, the 10-year framework would raise the visibility of sustainable consumption and production as a goal for the international community and all stakeholders, including through the facilitation of global public and private campaigns to achieve specific sustainable consumption and production goals and targets. This can be supported by leveraging major groups (which include business and industry) and other civil society actors by using innovative tools and channels. The Millennium Development Goals offer a successful model for setting goals, and allowing all actors to find their best path to meeting those goals may be applicable. Providing a platform for educators within and across regions to share curriculum materials and other resources for teaching sustainability issues and sciences at all levels is also essential to avoid duplication. Support to local and national groups dedicated to popularizing sustainable lifestyles, values and behavioural change should also be provided.

36. The Partnership for Education and Research about Responsible Living is one example of such a partnership; it includes educators and researchers from over 100 institutions in more than 40 countries. The Partnership aims to advance education for responsible living by focusing on consumer citizenship, education for sustainable consumption, social innovation and sustainable lifestyles.

C. Components of a 10-year framework of programmes

37. To maximize the ability to fulfil all these functions, the 10-year framework of programmes is likely to have two broad components: the institutional arrangements for the framework and a set of programmes which together could support the implementation of the agreed goals and objectives of a such a framework. The following sections focus on potential institutional arrangements.

III. Review of the potential institutional structure for a 10-year framework of programmes

38. During the eighteenth session of the Commission on Sustainable Development, several Member States suggested various models, including the Strategic Approach to International Chemicals Management and the Marrakech process, as potential institutional arrangements to inform the design of the 10-year framework of programmes. In addition to these two models, four other international cooperation and collaboration models that involve a wide range of participants and stakeholders were reviewed to guide Member States in their deliberation.

A. Performance criteria

39. Six models were reviewed according to nine performance criteria to judge their relevance for the 10-year framework of programmes. The models reviewed were the Marrakech process for sustainable consumption and production; the Strategic Approach to International Chemicals Management; the UN-Water, UN-Energy and UN-Oceans inter-agency coordination mechanisms; the Global Alliance for Vaccine and Immunization; the Millennium Development Goals; and the Consultative Group on International Agricultural Research.

40. The performance criteria were as follows:

(a) Global focus for a common vision and common goals, and a scheme for monitoring progress towards these goals and vision;

(b) Credible and accessible science base and policy interface, as well as effective mechanisms of dissemination to key stakeholders and actors;

(c) Support of national and regional initiatives, and value added through tools, policies, partnerships and other means of implementation;

(d) Facilitation of the broad participation of stakeholders, including all relevant United Nations system entities, international and regional institutions, different ministries in national Governments and major groups;

(e) Mobilization of United Nations system entities and support for coherence among their actions, and coordination of policies and programmes and building cooperation and synergies within the United Nations system;

(f) Flexibility, i.e., the accommodation of the needs and priorities of different countries at different levels of development, with different resource endowments and institution types, allowing the integration of new knowledge and experience and responding to new and emerging challenges;

(g) Effectiveness and scale of impact in bringing together different actors and entities, delivering support at the regional and national levels, scaling up and replicating current good practices and generating new and innovative ones;

(h) Incentives to continual improvement, providing inducement and support to all stakeholders;

(i) Leveraging of resources and action and helping to mobilize technical and financial resources beyond what individual initiatives and programmes in isolation might have been able to achieve.

B. Comparative assessment of models

41. The present section provides an assessment of whether and how far the different models could be expected to meet the desired functions of the 10-year framework of programmes and how well they fare compared with the performance criteria elaborated above.[4] Although the six models reviewed addressed different issues, and only the Marrakech process was established specifically for meeting goals related to sustainable consumption and production, the models were selected because they all respond to a global issue that cannot be dealt with by one country acting alone, that requires global cooperation and that requires the participation of a wide range of actors for success, and because they generate confidence among the intergovernmental policy audience.

[4] A full comparison of the models was made available to Member States as background document No. 1 for the high-level intersessional meeting on the 10-year framework of programmes on sustainable consumption and production, to be held on 13 and 14 January 2011 in preparation for the intergovernmental preparatory meeting and the nineteenth session of the Commission on Sustainable Development.

42. In their current form, none of the models on its own would deliver all the functions elaborated above and adequately meet all performance criteria; however, all of the models have some lessons to offer. The models are at different levels of maturity: some have been in place for only four years, while others have functioned for an equivalent number of decades; some are involved directly in areas considered to lie within the ambit of sustainable consumption and production, while others have led to systemic changes of the type envisaged for sustainable consumption and production. Nevertheless, since the models were evaluated not for the subject matter alone but rather for their capacity to provide a model for a good institutional structure, these differences are of lesser importance.

43. Most models seek to involve a wide range of actors. There are key differences, though, in the extent to which the full range of participants is involved in the oversight and governance arrangements. The Strategic Approach to International Chemicals Management, the Global Alliance for Vaccine and Immunization and the Consultative Group on International Agricultural Research have formal and specific governance arrangements developed by their key partners or stakeholders. The governing body of the Strategic Approach, the International Conference on Chemicals Management, provides for the full involvement of all stakeholders in its rules of procedure, while the Global Alliance and the Consultative Group have formalized management arrangements that include representatives of the major participants. Both the Global Alliance and the Consultative Group have substantial fiduciary responsibilities, and the relationship among key partners is reflected in legal agreements. The UN-Water, UN-Energy and UN-Oceans models either have no formal governance or are limited to the representation of United Nations agencies. The Marrakech process has an informal advisory committee that represents regions and major groups.

44. **Global focus for common vision and goals**. All models have goals or objectives that provide focus for participants. In the case of the Millennium Development Goals and the United Nations inter-agency model, the goals and objectives were dictated by intergovernmental decisions. In the case of the Strategic Approach, the Consultative Group and the Global Alliance, they were negotiated in the establishment process. The arrangements for monitoring, evaluation and review are strongest among the two partnerships with the most focus and fiduciary responsibility, namely the Global Alliance and the Consultative Group. The Millennium Development Goals are monitored through a process led by the United Nations Development Programme that provides annual updates on progress, along with an annual report to the General Assembly. The Millennium Development Goals, universally endorsed at the highest levels, have helped galvanize the international community, civil society and the business sector. The strong monitoring component of the Millennium Development Goals model is driven, in part at least, by the alignment of both Government budgets and donor support for achieving measurable progress towards the goals.

45. **Science base and policy interface**. The Consultative Group, by its nature of being a partnership of research organizations, has a strong science base and has developed effective mechanisms for disseminating its products through its national partners, agricultural extension services and broadcast and other media. In the inter-agency model, the science and policy base lies mainly with the participating agencies, although they also disseminate information through specific platforms. In both the Marrakech process and Strategic Approach models, scientific, technical and

socio-economic issues are identified and responded to through the models, and the dissemination of information uses the structures developed at the global, regional and national levels as part of these models. UN-Oceans relies on the core competence of the United Nations agencies to bring science and policy knowledge on specific issues. The Strategic Approach also relies on the distributed knowledge of agencies, the private sector and universities.

46. **Support national and regional initiatives**. The Consultative Group has been instrumental in building the capacity of national agricultural research centres, initially mentoring them and then partnering with them to implement programmes and conduct research at the national level. The presence of such centres in developing countries has been very valuable in that regard. The benefit of the United Nations inter-agency model is that it allows for the coordination of product delivery among the participating agencies, although it is clear that there is considerable room for improvement. To varying degrees, the United Nations inter-agency model engages participating agencies in responding in a coordinated manner to national and regional priorities and needs. For instance, UN-Water has a task force on country-level coherence that aims to improve and scale up the delivery of coordinated United Nations actions in the area of water supply and sanitation. At the same time, these United Nations coordination mechanisms bring together agencies and entities with different mandates, some more normative and others more operational, and with varying regional and national presences. The Global Plan of Action of the Strategic Approach to International Chemicals Management reflects stakeholder priorities and is the basic guidance tool for implementation of the Strategic Approach. The integration of national and regional consultation processes ensures that relevant national and regional initiatives are identified and, where practicable, are the basis for implementing actions, including those undertaken with the support of the financial mechanism. The Strategic Approach model is also effective in identifying gaps that require responses beyond national or regional capabilities. A similar approach is taken in the Marrakech process, although it is less formalized. Regional and national priorities have been identified, and collaborative programmes developed and implemented to address those priorities.

47. **Broad participation of stakeholders**. The United Nations inter-agency model differs from the other models reviewed in that it is mainly limited to the United Nations family. One key feature of the Global Alliance for Vaccine and Immunization is that it involves a wide range of stakeholders in the delivery of vaccines; the governance arrangements involve a narrower representation, with legal agreements between key partners. The Consultative Group on International Agricultural Research also has a broad participation of stakeholders in delivery arrangements, but not in governance. The incentive for participation by stakeholders relates mainly to access to the products: vaccines or research results. Both the Strategic Approach and the Marrakech process have a wide participation of stakeholders, but with differing degrees of formality. The Strategic Approach is a community of partners, comprising stakeholders from Governments, intergovernmental organizations and civil society, including the private sector. The secretariat of the Strategic Approach maintains a network of national and other focal points. The designation of focal points provides an important mechanism for communication and access to support from the Quick Start Programme Trust Fund. Participation in the Strategic Approach involves formal endorsement by the governing bodies or chief executive officers of agencies. Incentives for participating relate to improved access to funding,

knowledge-sharing and the potential for collaboration. The Marrakech process brings together a range of different stakeholders: Governments, non-governmental organizations, business and industry, researchers and academia, local authorities, intergovernmental organizations and relevant United Nations agencies. Incentives for participation relate primarily to knowledge-sharing and leveraging capacity by collaboration. The Millennium Development Goals are a textbook example of how setting a limited number of goals and targets around which there is broad consensus can bring together expertise and commitments from various agencies and major groups, including the business sector.

48. **Effective and coherent mobilization of the United Nations system.** The extent to which models are effective in mobilizing United Nations system entities and enhancing coherence among their actions depends on the degree of formal involvement and accountability of the agencies. When such involvement and accountability are voluntary, there is less evidence of both active involvement and enhanced coherence. When either a legal agreement or formal endorsement is involved, then the effectiveness seems enhanced. In the case of the Millennium Development Goals, each agency integrates the Goals into its programmes and planning structures. A similar approach could be taken for the 10-year framework of programmes, whereas principles and targets related to sustainable consumption and production are included in the programmes of work of the agencies. In the Strategic Approach, coordination and coherence is achieved mainly through the Inter-Organization Programme for the Sound Management of Chemicals, which involves the key agencies active in chemicals management. UN-Water carries out its mandate through time-bound task forces that draw on the expertise of specific United Nations agencies and other partners, as well as provide a platform for coordination among agencies. UN-Oceans increased accountability by working through a "distributed secretariat", with functions divided among participating organizations according to expertise.

49. **Flexibility.** In the Strategic Approach, the Global Plan of Action reflects the needs and priorities concerning chemicals management of all countries, not only developing countries: some of the needs and priorities are national, others regional or global in nature. The Global Alliance and the Consultative Group both focus on the needs of developing countries, and respond to emerging issues identified not only by their stakeholders but also by donors. The Millennium Development Goals model takes into account the needs and priorities of different sectors and groups in developing countries and is flexible enough to allow for differences in approach. The Marrakech process features a bottom-up approach that allows for national and regional priorities to be identified and responded to.

50. **Effectiveness/scale of impact and integration.** The Consultative Group, the Global Alliance and the Millennium Development Goals have been in operation for a decade or more, and have been evaluated positively. Other models are more recent and have not been formally assessed. Each model can show some progress, although in each case the magnitude of the challenge exceeds the capacities to deploy the efforts needed to meet the respective goals. It does appear that models that have purpose-built governance arrangements, formal structures, dedicated funding and clearly defined goals are more effective.

51. **Incentives to continual improvement.** Models that have built-in reporting, such as the Millennium Development Goals, or monitoring and evaluation

processes, such as the Consultative Group and the Global Alliance, have initiated changes in structure and operations that have resulted in improved performance. In the Strategic Approach, incentives for improvement at the country level are provided by making funds available to stakeholders that have formally recognized the Strategic Approach. Other incentives flow from the ability to leverage resources through structured collaboration on projects and initiatives. The Marrakech process has also provided some financial and technical support to foster more actions related to sustainable consumption and production; however, there is no long-term support, and hence little predictability of programme continuity. Given that sustainable consumption and production is a broad concept and that much is still to be learned about how best to foster changes in consumption and production patterns, the incentive for continual improvement is extremely important for the 10-year framework of programmes.

52. **Leveraging of resources and action.** In both the Global Alliance and the Consultative Group, the link among secure and predictable funding, effectiveness and high stakeholder involvement and commitment is apparent. The Global Alliance provides an innovative funding mechanism. It uses the 10- to 20-year legally binding aid commitments of donor countries as pledges to borrow against in capital markets, raising funds that can be disbursed to enable a more concentrated effort early in the programme. The Millennium Development Goal Achievement Fund was established to help national Governments, local authorities and civil society in their actions towards meeting the Goals. The Goals can leverage resources from the private sector and citizens by setting specific goals and inviting all to contribute. Both the Strategic Approach and UN-Water have funds established to assist with activities. The Quick Start Programme of the Strategic Approach provides limited funding for initial enabling activity in the five pre-agreed priority areas. The Strategic Approach has also mobilized donor funding for specific initiatives. The Marrakech process has attracted donor contributions in support of its activities, notably but not limited to the work of the Marrakech task forces and the organization of national, regional and international expert meetings.

IV. Potential programmes

53. Despite the progress achieved in understanding how to delink economic growth from negative environmental and social impacts, more concerted learning and experimentation are needed. For instance, little is known about the mix and the sequence of policies and tools needed to achieve goals related to sustainable consumption and production. Even when the policies are known, there may be difficulties in implementing them. More needs to be known about why so many alleged "win-win" opportunities still go unexploited. If the 10-year framework of programmes were to take as its overriding objective supporting countries in evaluating and seizing all such opportunities within a decade, this would already represent a high level of ambition.

54. Changing sustainable consumption and production patterns will likely involve a sequential approach. If, in the initial stages, a 10-year framework of programmes allows for win-win outcomes by capturing unexploited efficiencies in production and consumption, in the next phase work related to sustainable consumption and production could well require more systemic changes, including changes in energy mixes, technologies and infrastructure, as well as in consumption choices and

lifestyles. Ideally, the initial phase would be one of considerable learning by doing, such that a move towards a phase of more fundamental changes could realize significant learning economies.

55. The report of the Secretary-General on the 10-year framework of programmes on sustainable consumption and production for the eighteenth session of the Commission on Sustainable Development reviewed programmes that had been successfully piloted and, in some cases, implemented for several years and in several jurisdictions. Experience has been accumulated and tools developed to scale up or expand these programmes, such as sustainable public procurement. Others have less maturity and would need to be further piloted; implementation guidelines and tools would need to be developed. In all cases, capacity-building and dissemination of knowledge through communities of practice would be important. In cases in which maturity has been achieved, the 10-year framework of programmes could focus on networking the communities of practice to foster peer-to-peer learning, providing web-based knowledge platforms and clearing houses in different languages to raise awareness and offering capacity-building to countries and jurisdictions that need it. In cases in which more knowledge of what works is needed, networks and partnerships could focus on conducting pilots that can generate comparable knowledge and on creating tools and training materials adapted to different socio-economic and cultural environments. In cases in which changing sustainable consumption and production patterns involves changing administrative instruments, laws, regulations and fiscal policies, then capacity-building, template policies, policy tools and training materials could also be generated and shared with decision makers through capacity-building efforts.

A. Lessons learned and gaps

56. New knowledge and development is needed in the following areas identified under the Marrakech process:

(a) More experimentation and learning is needed to understand what mixes of policy, regulatory and fiscal instruments are effective to promote sustainable consumption and production broadly among producers and consumers;

(b) New knowledge and development is needed regarding how to raise awareness on sustainable consumption and which tools can reorient consumer behaviour and lifestyles;

(c) More concerted and coordinated actions are needed to achieve transformational changes in consumption and production patterns and to overcome inertia, with developed countries taking the lead;

(d) More, and more effective, partnerships among business, Governments and international financing institutions and other stakeholders, with clearly defined, time-bound performance objectives, are needed to speed up the shift to sustainable consumption and production patterns;

(e) Mechanisms need to be in place to ensure that producers, especially small-scale producers in developing countries, have the capacity to benefit from supplying better and more sustainable products;

(f) There is a need to focus on identifying key priority areas in which international cooperation is needed to increase resource efficiency and achieve decoupling while supporting upward convergence of living standards;

(g) Developing and emerging countries will be the major growth poles of the world economy in the coming decades. If sustainable consumption and production is to be achieved, these countries will need to be an integral part of the development of resource- and energy-efficient technology. Indeed, much innovation is already happening in that regard; more could happen through international technology cooperation;

(h) More needs to be done to make the business and economic case for sustainable consumption and production and to engage development cooperation agencies and regional and international financial institutions, given the important role they play in building infrastructure and technology through their capital investments;

(i) Programmes to engage the finance and planning ministries of Governments with development agencies and international financing institutions to mainstream sustainable consumption and production into their investment planning could ensure that the investments in infrastructure that are now being made at an increasing rate in emerging and developing economies would leapfrog ahead, avoiding costly locked-in investment;

(j) Cooperation with mass media and school systems to inspire citizens, including young people, to change unsustainable practices and adopt sustainable lifestyles is crucial.

57. Several Governments have also recently put in place large-scale programmes related to sustainable consumption and production that will provide lessons down the road. The Chinese "circular economy" approach is being applied in Guiyang, which is serving as the first pilot city in China to become an ecologically sustainable city. Its master plan stimulates sustainable consumption and production patterns through demonstration programmes of transforming industrial parks into eco-industrial parks and through the initiation of programmes for cleaner production, ecotourism and municipal waste management. The "getting more from less" initiative in Finland has been introduced in order to leverage eco-efficiency in production throughout product chains. Dematerialization while attaining an improved quality of life is Finland's vision for sustainable consumption. Japan has launched a plan for a "sound material-cycle society". This 10-year programme contains key targets that focus on reducing material input through reuse and recycling. Japanese consumer responsibility is emphasized in prioritized local programmes. Senegal initially started its 10-year framework of programmes on sustainable consumption and production with an extensive analysis of the country's resources, practices and environmental impacts in order to improve the institutional framework for environmental management and develop practical programmes related to sustainable consumption and production. In the United Arab Emirates, Masdar City is one of the key examples in the Middle East in which sustainable consumption and production is addressed at all levels of society. Masdar City aims to achieve a zero-carbon and zero-waste economy, with clean technology, sustainable buildings and the replacement of cars with advanced public transportation systems.

B. Submitted programmes

58. To complete the present list, the secretariat of the Commission on Sustainable Development has issued a call to Governments, United Nations agencies and major groups to submit programmes, by following a common template, for possible inclusion in the 10-year framework of programmes, depending on the decision of Member States. Items to be filled are illustrated in the annex to the present document, which includes the programme submitted by Finland and the European Commission on sustainable buildings and construction.

59. Forty programmes activities were initially submitted, which were consolidated into 36 programmes after the submitters who were informed that they had submitted programmes in similar areas decided to submit a joint programme. Two programmes that follow from the work of the Marrakech process task forces were submitted by the leading countries (Finland and Germany) and another three by UNEP, in collaboration with the countries that lead the task forces (France, Switzerland, Sweden and Italy). The Partnership for Education and Research about Responsible Living, which emerged with the cooperation of the Swedish- and Italian-led task forces, submitted a programme on education and awareness-raising for sustainable lifestyles. The United Nations Environment Programme and the Department of Economic and Social Affairs are the only United Nations entities that submitted programmes. UNEP submitted 12 programmes and the Department of Economic and Social Affairs submitted two. In addition to the three programmes listed above, UNEP developed programmes to address the areas of priority in existing regional strategies related to sustainable consumption and production. Nineteen programmes were submitted by major groups, varying in focus from agriculture to consumer guidelines and in scale from the country and regional level to the global level.

60. They provide a starting point for the discussions of Member States on the type and structure of programmes that they may want to include in the 10-year framework of programmes. Ideally, programmes or combinations of them would address issues holistically, using a life-cycle approach. A quick look at the table below reveals that programmes to address the distribution and marketing and the integrated waste management stages of the life cycle are missing and that few regulations or fiscal policies are proposed. The list of programmes will no doubt be refined and tailored, with some programmes dropped and additional ones added prior to the nineteenth session of the Commission on Sustainable Development in order to fill remaining gaps. Some of the programmes submitted, for instance, are really activities that could be included in a broader programme.

Programmes received classified by stages of the life cycle and types of instruments

	Type of instruments					
Life cycle stages / instruments	*Laws and regulations*	*Fiscal and economic (eco-taxes, pricing)*	*Planning (institution, investment and infrastructure)*	*Information and analytical tools education*	*Voluntary tools and approaches*	*Mix of instruments across stages*
Production processes	Cap and share	Global monetary governance	Agricultural landscape fund for Africa, eco-village approach to rural development and technological and institutional innovations for resource efficiency	Innovation for resource efficiency	Resource efficiency in small and medium enterprises, corporate social and environmental responsibility, low-carbon industrial manufacturing, urea deep placement and private sector work on water efficiency	Agri-food
Better products and services			Sustainable procurement, procurement based on International Standard 26000 of the International Organization for Standardization and responsible procurement of Amazon timber	Product sustainability assessment and information	Labelling for sustainable products	
Distribution and marketing					"One planet living" campaign	
Sustainable consumption and living			Sustainable buildings and construction, sustainable cities (2) and sustainable management in the public sector	Education and awareness-raising, consumer protection guidelines (as per para. 1 (g) of the United Nations Guidelines for Consumer Protection (as expanded in 1999)) and improved communication with consumers	Establishing commons trusts; sustainable lifestyle and consumption	

Life cycle stages/ instruments	*Laws and regulations*	*Fiscal and economic tools (taxes, pricing)*	*Planning (institutions, structures and infrastructure)*	*Information and analytical tools, education*	*Voluntary tools and approaches*	*Mix of instruments across stages*
			Typical instruments			
Integrated waste management						
Cross-stage strategies			Mainstream sustainable consumption and production in planning and development strategies	Scientific knowledge access for civil society organizations, regional and international networks of civil society organizations that focus on sustainable consumption and production, and researchers who focus on sustainable consumption and production	Indicators to monitor sustainable consumption and production; indicators and framework to monitor resource efficiency and decoupling	Sustainable tourism and assessing progress towards sustainable consumption and production

The table in the annex to the present document includes a complete listing of the projects, who submitted them and the instrument used for each stage of the life cycle of products and services.[5]

V. Way forward

61. It is clear that active public policy intervention will continue to be needed in order to overcome barriers to progress on changing sustainable consumption and production patterns and that policy coordination and coherence is needed to overcome fragmentation, duplication and dissonance. More programmes and initiatives are needed within a unifying framework of programmes.

[5] The details of each programme are available as background paper No. 2 on "Potential programmes for inclusion in the 10-year framework of programmes on sustainable consumption and production" for the intersessional meeting described in footnote 4.

A. Possible shape of an agreement at the nineteenth session of the Commission on Sustainable Development

62. The objective of reviewing six existing models of institutional structure is not to suggest that any one of them could be adopted wholesale, rather, each model has some features that could be incorporated into an optimal institutional structure for the 10-year framework of programmes. The selection of the features, and the manner in which they are put together, will depend to a large extent on the priority accorded to the relevant criteria, as well as the level of political ambition for the 10-year framework. As they discuss the shape of the framework, Member States and other stakeholders will want to consider the following:

(a) How critical are common goals to the achievement of the objectives of the framework? Would the success, acceleration, synergy and ownership of programmes related to sustainable consumption and production require broad goals or specific ones, global goals or ones differentiated across countries and sectors, and long-term goals or a mix of long- and short-term ones?;

(b) Would success require a decentralized institutional body with loose interaction, or a global entity with distributed representation?;

(c) What kind of involvement of United Nations system entities will ensure success in the goals? How should civil society, business and subnational entities participate in the institutional structure and its governance and implementation arrangements?;

(d) What secretariat functions are needed and who should perform them? How should they be divided among different United Nations organizations and agencies, based on their comparative expertise?;

(e) What sort of funding will be needed to support the 10-year framework of programmes, and for what purpose? The same questions apply for technical assistance, which also may require funding;

(f) How will progress in implementation be monitored and reported, and to which forum will such information be reported, to ensure progress towards establishing sustainable consumption and production patterns?

Potential vision and goals

63. Several issues are relevant to the present discussion. First, the experience of the Millennium Development Goals suggests that universally endorsed goals have helped to set the agenda and galvanize actions by the international community, civil society and the business sector. The 10-year framework of programmes could build on that experience.

64. As has been shown by the experience of the Marrakech process, however, any goals, as well as any priority actions and programmes, will need to vary among countries and regions at different levels of development, with different levels of resource endowments and institutional types, in accordance with the principle of common but differentiated responsibilities and respective capabilities. Goals must therefore be broad enough to galvanize action and flexible enough to allow for variations in national and regional programmes. The Commission on Sustainable Development could use the vision and goals developed under the Marrakech process

as a starting point for discussing issues and goals as part of a 10-year framework of programmes.[a]

68. Furthermore, to recall once again the experience of the Millennium Development Goals, high-level endorsement would be necessary to ensure that sustainable consumption and production enjoys broad support within Governments, including not only the environment ministries but also the other relevant and important ministries, including ministries of industry, finance, planning, energy, agriculture, health and development cooperation.

69. This suggests that one plank of the 10-year framework of programmes, to be adopted by a decision at the nineteenth session of the Commission on Sustainable Development, could consist of a renewed commitment to changing unsustainable patterns of consumption and production, with all countries taking action and developed countries taking the lead (as stated in the Johannesburg Plan of Implementation) and with concrete goals for each sector or stakeholder entity, as well as for the developmental and environmental dimensions. Previous outcomes of the Commission, as well as General Assembly resolutions, could be used as a starting point for developing the goals. For instance, the goals for energy consumption might encompass energy efficiency, energy access and clean energy dimensions.

Potential endorsement of programmes

67. The purpose of programmes is to render a degree of concreteness to the 10-year framework of programmes. These may be based on national and regional experiences (e.g., under the Marrakech process), recent consensus decisions by the General Assembly or other intergovernmental bodies and decisions of the Commission on Sustainable Development on priority themes and sectors. For instance, programmes that capture low-hanging fruit or immediate win-win results in terms of resource efficiency and costs could be prioritized. These programmes could serve to concretize goals and targets, allocate responsibility for mobilizing and organizing support by the international community, provide a focus for follow-up monitoring and assessment actions of voluntary initiatives and enable seed funds to be realized.

68. Rapid implementation of the 10-year framework of programmes will likely require dedicated funds to encourage Governments and stakeholders to prioritize sustainable consumption and production, support demonstration projects and, in the process, initiate a cycle of learning on sustainable consumption and production, as in the Strategic Approach to International Chemicals Management and the Consultative Group on International Agricultural Research. Challenges, for instance, to full implementation of the Strategic Approach, which offers a non-legally binding international policy framework, include the lack of resources needed for capacity-building, institutional strengthening and other activities; uneven engagement across key sectors; and the difficulty of monitoring progress on a continual basis.

[a] Marrakech process secretariat (the Department of Economic and Social Affairs and United Nations Environment Programme), with input from the Marrakech process advisory committee, "Paving the way to sustainable consumption and production. Marrakech process progress report, including elements for a 10-year framework of programmes on sustainable consumption and production", Background Paper No. 4 to the eighteenth session of the Commission on Sustainable Development.

69. Countries could also have access to achievement funds modelled after the Millennium Development Goal Achievement Fund or the Quick Start Programme of the Strategic Approach in order to encourage a higher level of ambition in their goals.

Implementation arrangements

70. Given the breadth of the sustainable consumption and production agenda, a dual-track approach might be needed to endorse immediately goals in areas in which consensus is emerging, such as energy, water and material efficiency, and to develop those goals in other areas in which consensus will have to be built by all stakeholders over time, such as sustainable consumption and lifestyles.

71. Member States will be mindful of the cost involved in implementing the 10-year framework of programmes. They have also shown reluctance to create new institutions and agencies. Cost-effectiveness could be improved through an institutional structure involving the broader United Nations system, with each entity offering its specialized expertise in a distributed secretariat, to support the implementation of national and regional initiatives in agreed-upon global priority areas. Given the cross-cutting nature of sustainable consumption and production, instead of seeing it as the all-encompassing framework that subsumes all other work, such a framework could provide a set of principles and prescriptions for action that can inform and be incorporated into the ongoing programmes of all agencies and Member States (as in the case of the Millennium Development Goals) across the full spectrum of issues.

72. Defining a sufficiently responsive and flexible governance mechanism to enable the 10-year framework of programmes to be further developed and efficiently implemented will be key. It is clear that the United Nations agencies, through their specialized expertise, can contribute to and support the implementation of national and regional initiatives in agreed-upon global priority areas. While diffused responsibility would represent an acknowledgement of the breadth of the sustainable consumption and production issue, the diversity of the stakeholders involved and the broad range of expertise necessary for successful implementation, it can create coordination and accountability challenges. Creating a coordinating secretariat could provide more focused delivery of support for the shift to sustainable consumption and production and clearer accountability.

73. A 10-year framework of programmes would benefit from a formal structure for knowledge-sharing, creating tools, networking and delivering technical assistance. National focal points could be identified and links forged between national programmes and regional knowledge centres on sustainable consumption and production, with the regional knowledge centres possibly located within existing research centres, think tanks and universities. The regional centres would presumably have different areas of focus and expertise, depending on regional priorities. Networks of such centres and national institutions could be formed around specific issues related to sustainable consumption and production. As with the experience of the Consultative Group on International Agricultural Research with the national agricultural research systems, these centres may need capacity-building, for which an initial programme of technical support could be envisaged.

74. Once Member States have agreed on important functions and the level of ambition of the 10-year framework of programmes, key features from the models reviewed could be selected. Assuming that pooling of expertise, including through

research centres, networking and knowledge banks, is considered a key function, then the features of the Consultative Group on International Agricultural Research and the United Nations inter-agency model could be borrowed. If high-level commitments to a global programme of action or broad stakeholder involvement in decision-making are deemed important, then the features of the Strategic Approach to International Chemicals Management or the Millennium Development Goals could be favoured. If secure and predictable funding is important, then the Global Alliance for Vaccine and Immunization and the Consultative Group offer interesting features, as do the Strategic Approach and the Millennium Development Goals funds.

75. Partnerships have played an important role in preparing, and will continue to be important in implementing, the 10-year framework of programmes. Two Commission on Sustainable Development partnerships were created out of the Marrakech process task forces: the Marrakech Process Task Force on Cooperation with Africa (in 2008) and the Partnership for the Launch of the Sustainable Tourism Stewardship Council (in 2009). Several Member States and major groups have submitted potential programmes for inclusion in the 10-year framework of programmes that are based on a partnership, either pre-existing or formed for the purpose of creating the programme. The possibility of launching them or others as Commission on Sustainable Development partnerships at the nineteenth session should be seriously considered.

B. Bridge to the United Nations Conference on Sustainable Development

76. Several Member States and major groups have expressed a keen interest in having a solid decision on the 10-year framework of programmes on sustainable consumption and production at the nineteenth session of the Commission on Sustainable Development. The 10-year framework of programmes can be an important engine to support the broader international sustainable development agenda, by promoting rapid convergence towards decent living standards paralleled by rapid improvements in resource-use efficiency and reductions in environmental impacts. It could also provide one important building block for an ambitious international agreement at the United Nations Conference on Sustainable Development, to be held in Brazil in 2012, on advancing sustainable development.

Annex

Examples of submitted programmes: sustainable buildings and construction

Goals and objectives

The overall target would be to mainstream more sustainable construction practices at the national and local levels as business-as-usual. The policies on sustainable construction will therefore need to be mainstreamed in different sectors, with a particular emphasis on energy efficiency and the eradication of energy poverty.

Possible concrete targets

- Reduction of CO2 emissions from the construction, including the production of construction materials, and operation of buildings by x per cent by 2020 and by y per cent by 2030;
- All new and refurbished public buildings to have zero emissions and zero waste;
- Decrease in the number of people living in slums, without access to freshwater and sanitation or clean and affordable energy, by zz per cent each year.

Justification of the programme

Buildings and their construction, maintenance, operation, refurbishment and demolition have an enormous impact on natural resources, economies, employment, human health and the functioning of societies. About 40 per cent of all produced energy is consumed in buildings; the savings potential is huge — in functions like heating, cooling, lighting, the production of construction materials, the heating and pumping of water and the use of home electronics and other devices.

To achieve a built environment that is sustainable, there is a need to use a mix of policy measures, targeting both the consumer and producers.

Market mechanisms are very effective drivers for the most innovative companies that want to become front-runners in their fields. Innovative companies will develop their products and services based on future "green" demand. At the same time, the public sector can advance sustainable development with regulatory policies and various financial and taxation tools. Public procurement has the potential to shift the market to more sustainable production.

Activities and policies

The programme would scale up existing initiatives (e.g., the Marrakech Task Force on Sustainable Buildings and Construction, regional strategies for sustainable consumption and production in Africa and the Sustainable Buildings and Climate Initiative of the United Nations Environment Programme (UNEP)).

The programme also has direct linkages with climate policy, because one of the key areas on which building and construction policies can focus easily is energy efficiency. The programme has the potential to significantly contribute to international discussions on climate change mitigation (under the auspices of the

United Nations Framework Convention on Climate Change). Efforts to reach climate change mitigation targets would benefit if energy efficiency and greenhouse gas emission reduction programmes in the built environment were recognized as nationally appropriate mitigation actions.

In addition to contributing to the implementation of the United Nations Framework Convention on Climate Change, the programme would also strengthen the implementation of other multilateral environmental agreements such as the Convention on Biological Diversity, the Basel Convention on the Control of Transboundary Movements of Hazardous Wastes and their Disposal, the chemical conventions and the Convention on Long-Range Transboundary Air Pollution.

The programme will also assist in achieving the objectives of poverty reduction strategies by decreasing the number of people living in slums, without access to freshwater and sanitation or energy. Specific activities could include:

- Awareness-raising at different levels and scales (e.g., communications campaigns, making the business case, demonstration projects and best practices);
- Capacity-building adapted to regional and local needs;
- Mechanisms for the coordination and enforcement of policies;
- Locally developed national evaluation systems for building performance;
- Monitoring tools, such as energy consumption benchmarks for sustainable buildings;
- Introduction of sustainability criteria in building procurement policies;
- Inclusion of valuation of buildings in financial and fiscal considerations;
- A systemic approach, meaning integration of land use and infrastructure (water, energy, transport, housing and services) planning;
- Pilot projects.

Delivery mechanisms of the programme

The programme would provide a global platform for dialogue and collective action from stakeholders in the buildings sector to address sustainability, develop tools and strategies for achieving a wide acceptance and adoption of sustainable building practices throughout the world, and employ pilot projects as demonstrations.

Leading actors

An example of leading actors would be the Sustainable Buildings and Climate Initiative of UNEP, in collaboration with different regional, national and local sustainable consumption and production initiatives.

Metrics of success and possible indicators

The Millennium Development Goals target for slum-dwellers to be reformulated more ambitiously:

- X countries to have an enabling framework (legislation, institutions, authorities and enforcement) for sustainable buildings and construction in place;
- X countries to have created a national platform to promote sustainable construction, bringing together the main actors of the sector;
- X countries to have introduced national-level financing instruments, such as reinvestment of savings from the increased energy efficiency of public buildings into poverty alleviation programmes.

Technical and financial resources

All relevant existing funding sources at the international, regional and national level.

Potential programmes on sustainable consumption and production submitted by Member States, agencies and major groups

Name of programme	*Instruments*	*Stage of the life cycle*	*Submitted by*
Cap and share	Laws and regulations	Production processes	Feasta Climate Group
Global monetary governance	Fiscal and economic instruments	Production processes	Tierra Fee and Dividend
Agricultural landscape fund for Africa	Planning, institution, investment and infrastructure	Production processes	Ecoagriculture Partners
Integrated, multisectoral community-based approach to sustainable development in rural areas and impoverished urban areas	Planning, institution, investment and infrastructure	Production processes	EcoEarth Alliance (partnership of the Department of Economic and Social Affairs and the Division for Sustainable Development)
Technological and institutional innovations for resource efficiency	Planning, institution, investment and infrastructure	Production processes	UNEP
Sustainable public procurement	Planning, institution, investment and infrastructure	Better products	UNEP Switzerland
Procurement based on International Standard 26000 of the International Organization for Standardization	Planning, institution, investment and infrastructure	Better products	Consumers International
Responsible procurement of timber in Brazil	Planning, institution, investment and infrastructure	Better products	Friends of the Amazon Network

Name of programme	*Instruments*	*Stage of the life cycle*	*Submitted by*
Sustainable buildings and construction	Planning, institution, investment and infrastructure	Sustainable consumption and living	Finland/European Union
Sustainable cities	Planning, institution, investment and infrastructure	Sustainable consumption and living	Department of Economic and Social Affairs and Division for Sustainable Development
Sustainable management in the public sector	Planning, institution, investment and infrastructure	Sustainable consumption and living	UNEP
Sustainable urban development and cities	Planning, institution, investment and infrastructure	Sustainable consumption and living	UNEP
Mainstreaming sustainable consumption and production into planning and development strategies and poverty reduction plans	Planning, institution, investment and infrastructure	Cross-stage strategies	UNEP
Innovation for resource efficiency	Information and analytical tools, education	Production processes	UNEP
Product sustainability assessment and information	Information and analytical tools	Better products	UNEP
Education and awareness-raising for sustainable living	Information and analytical tools	Sustainable consumption and living	Partnership for Education and Research about Responsible Living
Consumer protection guideline (para. 1 (g) of the United Nations Guidelines for Consumer Protection (as expanded in 1999))	Information and analytical tools	Sustainable consumption and living	Consumers International
Improved communication with consumers	Information and analytical tools	Sustainable consumption and living	Consumers International
Scientific knowledge access for civil society organizations	Information and analytical tools	Cross-stage strategies	Sustainable Europe Research Institute
Partnership on common knowledge for sustainable consumption and production	Information and analytical tools	Cross-stage strategies	International Coalition for Sustainable Production and Consumption

Name of programme	Instrument	Stage of the life cycle	Submitted by
Global research network for sustainable consumption and production	Information and analytical tools	Cross-stage strategies	International Coalition for Sustainable Production and Consumption
Regional and international networks of civil society organizations working on sustainable consumption and production and of researchers working on sustainable consumption and production	Information and analytical tools	Cross-stage strategies	International Coalition for Sustainable Production and Consumption
North American Round Table on Sustainable Production and Consumption	Information and analytical tools	Cross-stage strategies	International Coalition for Sustainable Production and Consumption
International coalition for sustainable production and consumption	Information and analytical tools	Cross-stage strategies	International Coalition for Sustainable Production and Consumption
Mapping the movement	Information and analytical tools	Cross-stage strategies	International Coalition for Sustainable Production and Consumption
Resource efficiency and eco-innovation for small and medium-sized enterprises	Voluntary tools and approaches	Production processes	UNEP
Low-carbon industrial manufacturing	Voluntary tools and approaches	Production processes	World Harmony Foundation
Urea deep placement	Voluntary tools and approaches	Production processes	International Fertilizer Development Center
Private sector contribution to water efficiency	Voluntary tools and approaches	Production processes	Israeli private sector
Labelling for sustainable products	Voluntary tools and approaches	Better products	Germany/European Union
"One Planet Living" campaign	Voluntary tools and approaches	Distribution and marketing	BioRegional Development Group
Establishing commons trusts	Voluntary tools and approaches	Sustainable consumption and living	Global Commons Trust/Association of World Citizens

Name of programme	*Instruments*	*Stage of the life cycle*	*Submitted by*
Sustainable lifestyles and consumption	Voluntary tools and approaches	Sustainable consumption and living	UNEP Sweden
Indicators of sustainable consumption and production	Voluntary tools and approaches	Cross-stage strategies	European Environment Agency
Research and science initiative for assessing global progress towards sustainable consumption and production	Voluntary tools and approaches	Cross-stage strategies	UNEP
Sustainable agri-food systems	Mix of instruments along stages	Production processes	UNEP
Sustainable tourism	Mix of instruments along stages	Cross-stage strategies	UNEP France